

## Message Text

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PAGE 01 NAIROB 07043 081344Z

ACTION AF-04

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FM AMEMBASSY NAIROBI

TO SECSTATE WASHDC IMMEDIATE 7289

S E C R E T NAIROBI 7043

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LIMDIS

EO 11652: GDS

TAGS: MASS, KE, US

SUBJECT: IMPACT PACKAGE FOR KENYA

REF: STATE 113718

1. I HAVE REVIEWED THE IMPACT PACKAGE OF MILITARY ASSISTANCE FOR KENYA AS RECOMMENDED BY THE HILL SURVEY TEAM AND CONSIDER IT ADEQUATE AND RECOMMENDABLE TO THE SCC ON MAY 10.

2. THE HELICOPTERS WOULD ENABLE THE KENYAN DEFENSE FORCES TO MOVE RAPIDLY TO MEET THE THREAT ON INCURSION ANYWHERE ALONG THE COUNTRY'S BORDERS. SUCH MOBILITY IS A PRIME NECESSITY, AS IT IS NOT LIKELY THAT KENYA WILL EVER HAVE SUFFICIENT TROOP STRENGTH TO MAINTAIN AN ADEQUATE DEFENSE IN PLACE ALONG HER BORDERS.

3. OF PARTICULAR IMPORTANCE IS ALSO THE TRAINING ELEMENT. KENYA'S OFFICER CORPS BADLY NEEDS A REVITALIZING INJECTION OF PROFESSIONALISM IF IT IS TO COMMAND EFFECTIVELY, AND KENYA'S DEFENSE LOGISTICS SYSTEMS, ARE, BY ALL ACCOUNTS, WOEFULLY INADEQUATE. WITHOUT SIGNIFICANT

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IMPROVEMENT IN BOTH OF THESE AREAS THE COUNTRY WILL NOT BE ABLE TO KEEP AN EFFECTIVE FIGHTING FORCE IN THE FIELD.

4. MY PRINCIPAL CONCERN WITH THE PACKAGE IS WITH THE PRESENCE OF AMERICAN MILITARY PERSONNEL HERE. THERE ARE OBVIOUSLY POSITIVE, AS WELL AS NEGATIVE,

ASPECTS TO THE ISSUE. THE NEED FOR US MILITARY PERSONNEL IS JUSTIFIABLE ON THE GROUNDS THAT THEY ARE ESSENTIAL TO TRAIN AND ORGANIZE THE TRAINING AND LOGISTICAL SUPPORT SYSTEMS FOR THE NEW, SOPHISTICATED EQUIPMENT. ALTHOUGH IT IS A FACILE IDEA I DON'T THINK THE SUGGESTION THAT THE PRESENCE OF AMERICAN MILITARY PERSONNEL HERE WOULD NECESSARILY SERVE AS A RESTRAINING INFLUENCE ON THE SOMALIS, WERE THEY DECIDED ON A MILITARY ADVENTURE IN THE NEP. BASICALLY, MY CONCERN IS THAT A US MILITARY PRESENCE HERE COULD LEAD THE KENYANS INTO FEELING A PERMANENT DEPENDENCY ON US FOR THEIR SECURITY. SUCH A RELATIONSHIP, OVER THE LONG-TERM, IS NOT IN THE INTERESTS OF KENYA OR THE US AND I AM COMMITTED TO INSURE AGAINST ITS EMERGENCE. I THINK, THEREFORE, THAT WHEN WE PRESENT THE PACKAGE, AND THROUGHOUT THE PERIOD OF THE PRESENCE OF THE AMERICAN TRAINING PERSONNEL HERE, WE MUST CONTINUALLY REMIND THE KENYANS THAT THIS PROJECT IS OF A VERY DEFINITELY TIME-LIMITED NATURE AND THAT, WHEN THE AGREED UPON TRAINING PERIOD IS OVER, OUR PEOPLE WILL GO HOME. I AM THEREFORE ASSUMING THAT THE SUGGESTED TRAINING PERSONNEL AND TRAINING PERIOD ARE REASONABLE AND SERIOUS ESTIMATES THAT CAN BE ADHERED TO. (I THINK, TOO, THAT WE OURSELVES WILL HAVE TO GUARD AGAINST DEVELOPING AN OVERLY PROTECTIVE ATTITUDE TOWARD KENYA. WE MUST NEVER LOSE SIGHT OF THE FACT, THAT WHILE WE ARE ASSISTING THEM TO UPGRADE THEIR CAPABILITIES, WE

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HAVE NOT ASSUMED A PROTECTING POWER ROLE HERE.)

5. THERE MAY OF COURSE BE A MORE IMMEDIATE PROBLEM: THAT OF KENYAN ACCEPTANCE OF THE OFFER. MY OWN VIEW IS THAT KENYA WILL ACCEPT THE PACKAGE. HOWEVER, THE KENYAN SPECIAL DELEGATION WENT TO THE UNITED STATES WITH AN EXTENSIVE LIST OF HIGH PRICED HARDWARE, WHICH, SOME MEMBERS OF GOVERNMENT MIGHT FEEL HAS BEEN COMPLETELY DISREGARDED. AT THE SAME TIME A VERY FAVORABLE ASPECT OF OUR PACKAGE IS ITS COST, WHICH IS EASILY WITHIN KENYA'S BUDGETARY MEANS. THE ITEMS ON THE KENYAN DELEGATION'S SHOPPING LIST WOULD NOT HAVE BEEN. I SUSPECT THERE WILL BE SOME DISAPPOINTMENT AT OUR FAILURE TO SUPPLY AT LEAST SOME OF THE ITEMS ON THE KENYAN LIST. HOWEVER, I STRONGLY OPPOSE THAT WE GIVE IN TO POLITICAL EXPEDIENCY AND BECOME A PARTY TO KENYA'S ACQUISITION OF UNNECESSARY MILITARY EQUIPMENT, THE COST OF WHICH WOULD CONSTITUTE AN UNACCEPTABLE DRAIN ON THE COUNTRY'S FINANCIAL RESOURCES.

6. WE SHOULD MAKE THE OFFER IN THE MOST DIPLOMATIC (AND PROFESSIONAL) MANNER POSSIBLE, MAKING IT POLITELY

CLEAR THAT WE GENUINELY WANT TO HELP KENYA WITH ITS DEFENSE NEEDS AND THAT THE PACKAGE WE OFFER IS, IN OUR JUDGMENT, THE BEST WAY WE CAN DO IT AND THAT WE WILL NOT BE ABLE TO CONSIDER REQUESTS FOR OTHER ITEMS AT THIS TIME.

7. EVEN IF THE KENYANS DECIDE NOT TO ACCEPT THE OFFER, I THINK WE WOULD HAVE DONE ALL THAT WE COULD HAVE BEEN EXPECTED TO DO AS A RESPONSIBLE, FRIENDLY COUNTRY. I FURTHER BELIEVE WE COULD LIMIT THE POLITICAL DAMAGE, SUCH A REFUSAL MIGHT ENTAIL, TO AN ACCEPTABLE LEVEL.

8. I HOPE THAT A DECISION CAN BE REACHED QUICKLY ON THIS MATTER AND THAT WE CAN BE AUTHORIZED TO BEGIN  
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DISCUSSIONS WITH THE KENYANS IN THE NEAR FUTURE.

9. I THINK IT OF THE HIGHEST IMPORTANCE TO THE MAINTENANCE OF OUR GOOD RELATIONS WITH KENYA THAT WE MAKE OUR OFFER BEFORE THE KENYANS LEARN OF ANY US MILITARY ASSISTANCE TO SOMALIA NOW THAT IT APPEARS THAT THE LATTER ASSISTANCE IS DEFINITE. IF OUR ASSISTANCE TO SOMALIA BECAME KNOWN FIRST, OF IF THE SOMALI PACKAGE IS MUCH GREATER IN MAGNITUDE OR CONSISTS OF MORE SOPHISTICATED WEAPONS SYSTEMS THAN THAT OFFERED KENYA, WE MOST CERTAINLY WILL HAVE DIFFICULTIES HERE.

10. FURTHER, I THINK THE DANGER WOULD BE VERY GREAT THAT KENYA, IN ITS DISAPPOINTMENT AND FRUSTRATION, MIGHT COMMIT THE FOLLY OF SPENDING FAR TOO MUCH ON DEFENSE ACQUISITIONS ELSEWHERE. I WOULD NOT CONSIDER IT AT ALL IMPROBABLE THAT KENYA WOULD ESTABLISH AN ARMS SUPPLY RELATIONSHIP WITH THE SOVIET UNION IF OTHER SOURCES FAILED.

11. FINALLY, LET ME CONFIRM THAT THE VIEWS AND JUDGMENTS I HAVE RENDERED ARE IN RESPONSE AND LIMITED TO THE INFORMATION SET FORTH IN REFTEL. I WOULD HAVE PREFERRED, AND I THINK IT MIGHT HAVE BEEN ONLY APPROPRIATE, THAT I WOULD HAVE HAD AN OPPORTUNITY TO REVIEW THE FULL STATE-DEFENSE SURVEY TEAM REPORT IN CONNECTION WITH MY CONSIDERATION AND RESPONSE ON THIS MATTER.  
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## Message Attributes

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